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ABSTRACT

Written particularly for organizations establishing or maintaining private Christian educational institutions but applicable in large part to educational organizations of any type, this document cites the reasons for writing a policy manual, lists advantages and disadvantages of establishing written policy, describes procedures for developing a policy manual, and provides an outline of policy considerations. The author takes into account the differences among the educational policies of the organization behind the institution, the governing board policies intended to attain the organization's educational goals, and the administrative regulations designed to guide the daily implementation of policy. The components of these policies specifically relevant to Christian institutions involve the relationships between the particular beliefs of the organization sponsoring the institution and the ways those beliefs affect policy. Examples of statements of faith, credos, statements of Christian educational philosophy, and general Christian educational objectives are offered in addition to examples of policy formation methods. The National School Board Association's "The School Board Member's Guide to Policy Development," by Ben Brodinsky and a paper by Arnold H. DeGraaff entitled "The Nature and Aim of Christian Education" are included as appendixes. (PGD)

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A GUIDE FOR THE DEVELOPMENT OF A POLICY MANUAL FOR A CHRISTIAN SCHOOL

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1. INTRODUCTION

From the experience of the writer both in Australia and the U.S.A., it is clear that there is a great need to develop a guide for writing policies for parochial schools. Not only is there absence of policies and confusion in the difference between goals, policies and administrative regulations, but there is also a misunderstanding of both the role of the Board of Education and the principal in developing and executing policy.

The purpose of this paper is to present guidelines for developing a policy manual which could be utilized in a variety of protestant Christian schools. Both in Australia and the U.S.A., there has been an enormous increase in the number of parent-controlled Christian schools and schools sponsored by individual local churches to provide an alternative form of education for their children. Each of these kinds of schools is usually governed by a small board of elected or appointed parents who are charged with the responsibility of ensuring that the school is operating effectively and efficiently within the parameters set by the Christian School Association. There is a pressing need for a manual of this nature to provide some direction for the development of this relatively "new" educational force both in Australia and the U.S.A.

After discussion with several board members and the principal of Lincoln Christian School, the writer undertook the task of developing a set of goal statements which would reflect the stated philosophy of that school. However, after careful consideration of the whole situation, this was seen as part of a larger task--the development of a guide for writing a policy manual for a Christian school. Hence this document.

The manual is arranged as follows: rationale for developing a policy manual; advantages and disadvantages of published policy; definition of terms; procedures for developing a policy; an outline of the policy manual; goals and objectives of the Christian school; and concluding comments.

2. RATIONALE FOR DEVELOPING A POLICY MANUAL

> The only people who read policy manuals are goldbricks and martinets. The goldbricks memorize them so they can say (1) "That's not in this department," or (2) "It's against company policy." The martinets use the policy manual to confine, frustrate, punish and eventually drive out of the organization every imaginative, creative, adventuresome woman and man.
>
> Robert Townsend, Up the Organization

Any Christian school association, whether it is sponsored by a local church or a group of parents, will appoint or elect a Board of Education to establish, maintain and supervise the school in accordance with the constitution and guiding principles of the association. Thus a Board of Education has a primary role in operationally defining the quantity and quality of education being offered in the school and is constantly evaluating whether this is being achieved. One of the primary ways in which this is done is through the development of written governing policies which reflect the fulfillment of the stated goals and develop norms of behavior. Thus a very important function of the Board of Education is to determine policy by which the school will function.

Generally, the Board of Education delegates the day-by-day administration of the school to the principal or the chief executive who operates the school according to the policies of the Board of Education. One of the problems is to determine what the respective roles of the principal and Board of Education shall be, as it is sometimes difficult to recognize the

difference between legislative and administrative functions. Generally a Board of Education has the function of determining policy whereas a principal has the function of determining administrative detail. Where an issue is identified as policy, the Board of Education should decide the outcome; where an issue is identified as administrative detail, the principal or chief executive should make the decision. Obviously, a lot of potential conflict between the Board of Education and the principal or chief executive will be avoided if this role differentiation is accepted for the school's operation.

Thus, one of the most important challenges facing a Board of Education and the principal or chief executive is to develop a good harmonious working relationship. The principal plays a major role in determining the quality and outcome of the educational program being offered in any school because as Kiernan claimed, "The Principal sets the climate of the school and is the most important and influential individual in the building."[1] The position of principal is pivotal to the success of any school because at the building level, the principal regulates where resources are applied, where innovations occur, and how change is managed. Hence, to a large extent, the success or failure of any school will be dependent upon the way the principal at the school level executes his role.

In a recent publication, a model was proposed for analyzing school organization.[2] Each school was thought to be affected by the following factors: formal organization; informal organization; individual members;

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[1] O. B. Kiernan, "The Role of the School Principal," Newsletter, NASSP (January 5, 1973), reporting upon the Report of the Select Committee on Equal Educational Opportunity, December 31, 1972.

[2] A. D. Geering, Approaches to School Administration (Adelaide, South Australia: Torrens College of Advanced Education, 1978).

physical environment; and the role of the principal. Geering claimed that the key factor in any school organization was the principal because he had relatively great power and authority in the formal structure.[3] The way the principal carries out the role will determine a number of things including: how decisions are made, the quality and kind of communication system; the work climate; morale of teachers; and the reward structure of the school. In addition, the way power is exercised by the principal and the assumptions he holds about staff, parents and children will determine the way people will perform in that school. Consequently, the Board of Education must clearly define the principal's role, delegate the necessary authority and responsibility, and allow the principal to provide leadership so that the school will develop its potential in accordance with its goals. The Board should also encourage its chief executive to provide advice, information, recommendations and evidence which would aid them in policy formation.

In the same way, the principal should attempt to develop a school climate and delegate authority and responsibility to the staff so that they in turn can fully contribute in a professional way to the educational program of the school. Ultimately, the quality of a school's education will be determined by the quality of the interaction and education which is occurring between children and their teachers.[4] Unless the Board and the principal encourage and allow this to develop, then the school will never fully fulfill its stated goals. In the school the essence of Christian education must be seen in: the quality of human relations; the standards

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[3] Ibid.

[4] T. Sergiovanni and D. Elliott, Educational Leadership in the Elementary School (Englewood Cliffs, N.J.: Prentice Hall, 1975).

of work; the quality of the students' lives exemplified by their behavior; and above all in the presence of an atmosphere which promotes the primary goals of the school. In the next section a consideration of the advantages and disadvantages of published policy are discussed.

3. ADVANTAGES AND DISADVANTAGES OF PUBLISHED POLICY

For years, observers of organization life have dealt caustic verbal blows to policy makers and policy manuals. It has been claimed that the last act of a dying organization is to issue a greatly enlarged policy manual. Why then, in the face of all this advice, do organizations continue to insist on the development and use of written policy guides and manuals. Formal policy must offer some advantages in organizational function. Obviously before any Board of Education is going to spend the large amount of time in such an arduous task as writing and adopting a comprehensive set of policies, it must be convinced that the policies will be worthwhile and proffer a number of benefits. Some of the advantages for developing written policies are:

1. Definition of school direction. Policy provides a concise comprehensive summary of the school's educational plan.
2. Outlines the Board of Education's intent. Policy shows what the Board's priorities and operating procedures are and provides for situations before they happen.
3. Defines the work of the Board, principal and school staff and thus allows economy of management effort. Published policy should enable decisions, especially recurring ones, to be made lower in

the school organization. This will allow the principal to be free to spend more time and energy in managing exceptions and in planning.

4. Delegation of authority. Policy permits the principal to make decisions without constant reference to the Board of Education.
5. Efficiency in decision making. Routine and recurring decisions in the school can be made on the basis of policy, thus saving the principal time.
6. Consistency and equity in decision making. Written policies encourage equity and consistency of interpretation and application in matters concerning staff and students.
7. Better human relations. Policy should have a rationale and philosophical base that leads to a better understanding of reasons for actions, reduce possible conflict and indecision among staff and board members, and consequently result in better human relations.
8. Continuity and training. Policy facilitates orientation of new members of the Board and staff. Duties, responsibilities and authority of each member of the school community can be defined. It also provides new members of the Board and staff with a summary of the Board's actions in the past and plans for the future.
9. Informs members of the school association and parents of prospective students. Sections of the policy manual can be used to promote the school.
10. Enables the school to be evaluated. Policy provides a basis on which to evaluate the school's progress.

Since the effects of written policy are numerous, it is most important that policy be formulated very carefully.

Actually, policy like any other organizational matter can be used or abused. And the abuse is more frequently related to the user rather than to the policy itself. Thus, the question is not necessarily whether one should have codified policy or not, but rather what policies are needed and how they can be put to work for the school to function more effectively. Some of the major disadvantages or abuses of policies are:

1. Inadequate concept of policy definition. Some policy manuals are not policy at all but sets of administrative regulations.
2. Development of policy for exceptions. Quite often policy is developed for handling exceptions rather than for general decision situations.
3. Policy is an artificial protector of status. Some schools abound with policies that serve no productive function other than artificially protecting academic status.
4. Policy as a punitive tool. Policy is adopted to prevent innovations occurring which do not suit the purposes of the Board or principal.
5. Use of policy as a substitute for use of authority. Policy may be involved as a substitute for use of legitimate power in disciplining staff and correcting wrong practices.
6. Policy as a substitute for good judgment. Policy may become a substitute for exercising good judgment in some situations.
7. Inadequate communication of policy rationale. The communication of policy rationale is important because policies often affect many who are not directly involved in their formulation. This is particularly relevant to schools as more adequate results will occur when those affected by a policy are involved in its development.

8. Overprescriptive policy. Some policy is written which is "reactive" in nature rather than "proactive" and consequently is overprescriptive for the situation.

9. Maintenance of obsolete policy. Obsolete policies may cause wastage of human and other resources. Inattention to policy evaluation and revision is all too prevalent within schools.

All of these potential abuses of policy mean that the Board of Education, the principal and staff should not only attend to the interpretation of policy but remain vigilant to the need for policy evaluation and revision. This leads to a definition of the various terms related to policy formation.

4. DEFINITION OF TERMS

Longenecker defines policy as a guide for management action.[5] Katz and Kahn state that policy should include goals and objectives along with the procedures for achieving these goals.[6] Newman defines policy as a "general plan of action that guides members of the enterprise in the conduct of its action.[7] Donnelly and others suggest that: policy making is a phase of the planning function of management; policy is the principal instrument for reflecting the basic objectives of an organization; and that it is an

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[5] J. G. Longenecker, Principles of Management and Organizational Behavior (Columbus Ohio: Charles E. Merrill, 1969), p. 101.

[6] D. Katz and R. L. Kahn, The Social Psychology of Organizations (New York: Wiley & Sons, 1966).

[7] W. Newman, Administrative Action: The Techniques of Organization and Management (Englewood Cliffs, N.J.: Prentice-Hall, 1963), p. 40.

important management tool for ensuring goal-oriented behavior.[8] Simon suggests that there should be three levels of policy in organizations: legislative polic,--the ethical premises of management; management policy--broad nonethical rules laid down by top management; and working policy--other rules of action and behavior.[9] None of these definitions or approaches clearly indicate the difference between goals and objectives, policies, by-laws and administrative rules.

A model which overcomes these problems is one proposed by Hayes and is presented as follows:[10]

Goals

Policies

Principles of Administration

Rules and Regulations

In the broadest sense, educational policy approximates goals and is outside of the governance structure. In a Christian school education policy comes from a biblical view of society, the church, the family and the individual, and is developed by a combination of many forces--some verbalized and some only felt. It emerges as a mirror of a group of people's aspirations, needs

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[8] J. Donnelly, J. Gibson, and J. Ivancevich, Fundamentals of Management: Functions, Behaviors, Models (Dallas: Business Pubs., 1971), p. 72.

[9] H. Simon, Administrative Behavior (New York: The Free Presss, 1965), p. 59.

[10] Professor D. Hayes, Educational Administration 997, "Educational Administration and Educational Policies," University of Nebraska-Lincoln.

and judgments as to where they are going and why. It reflects their conscious and subconscious way of using their resources in providing an education for their children related to their desired way of life. While the whole group of constituents of the Christian school are the ultimate arbitors of education policy, only a few individuals actually crystallize it.

In contrast governing board policies are written policies by which an institution attains its goals or objectives. Policies are expressed as general and comprehensive statements of decisions or courses of action, coherent with established goals, developed to serve as a guideline in the settlement of related problems of a specific or individual nature. They should be broad in their nature, comprehensive in their scope and deal with "what" will be done in the school. The Board of Education will usually develop policies to govern its community relations, administrative structure, business operations, personnel procedures and student activities and procedures. The following criteria denote whether an item is a policy or not. A policy is:

1. Related to a general area.
2. Equivalent to legislation.
3. Concerned with topics of vital interest to members of the Christian school association.
4. Applicable over a long period of time.
5. A broad statement that allows for freedom of interpretation and execution.
6. Related to the question, "What to do?"

Administrative detail is expressed as the application of policy to an individual problem or case, with the specific purpose of executing the stated

policy. It is usually expressed as written rules or regulations and has the following criteria:

1. Related to a specific problem or area.
2. A formula to carry out policies.
3. Mainly the concern of the professional staff.
4. A statement that is precise, calling for exact interpretation and execution.
5. Related to the question, "How to do?"

By-laws refer to the constitution and functioning of the board. They should include specifications about internal board operations, legal and other procedures which must be followed by the board, behavior rules for its members, the role and powers of the board, and the relation of the board to the school association and to the principal or chief executive. By-laws come from two sources: firstly, from the constitution of the association where most of the board's non-delegable functions are specified; and secondly from the procedures determined by the board itself for its internal operation. Examples of these different kinds of documents will be provided later in this manual.

In the next section, procedures for developing a policy manual will be discussed.

7. PROCEDURES FOR DEVELOPING A POLICY MANUAL

The first task facing any Christian school association is to develop a set of goal statements which express a philosophy, credo, and objectives of Christian education. At least, the following steps are necessary.

1. Assign a representative committee of board members, faculty, parents and students (if relevant) the tasks of collecting, refining, and discussing examples of goal statements from other Christian school handbooks that are relevant. The committee should develop a list of goal statements and objectives that would be relevant to the unique situation of their school and its Christian education program.
2. This document should be circulated to members (or a sample of members) of their Christian School Association for review and comment.
3. After careful review and rewriting the committee should present to the Board of Education the finalized list of statements, including a philosophy and objectives of Christian education.
4. The Board of Education reviews the statements and considers them for adoption.
5. After adoption, the Board of Education shares these with the policy committee as a basis upon which to develop the governing board policies of the school.
6. The principal and faculty incorporate these statements into the development of specific curriculum areas and in the choice and use of curriculum materials.

If an existing Christian school does not have a well thought out statement of philosophy and objectives, then this should be a priority task for any board to complete as governing board policies are formed from these foundation statements. In this situation, existing policy, not in keeping with the newly established goal statements, may have to be rewritten. Some specific suggestions for developing a philosophy and objectives of Christian education follow in Section 7 of this guide.

Following this there are a number of steps to be undertaken in establishing a policy manual.

1. The Board of Education should estimate how much time is required by the principal or chief executive in developing or up-dating a policy manual and to make provision for the necessary assistance required to carry out his/her regular functions. The Board of Education may consider engaging a consultant to aid the principal through this period.
2. The Board of Education shall evaluate the suggested divisions and subdivisions for the policy manual in Section 6 of this guide and select the ones relevant to the school.
3. The Board of Education would then appoint a policy committee for a number of different purposes:
   a. To complete the task of expanding the subdivisions for each policy division.
   b. To collect past policies by examining past minutes of the Board and school documents.
   c. To consult the principal and school faculty to collect unwritten policy.
   d. To set up select "expert" subcommittees to recommend policy for specific divisions or related topics, and to ensure that the recommended policy is in line with federal and state law and the school association's constitution.
   e. To consult with the Board to ascertain the Board's interest in areas where policy does not exist.

   It is recommended that the policy committee appointed by the Board be a small expert representative working group of the principal, a

representative of the faculty, a representative of the parents and a Board member, with power to co-opt when necessary.

4. The policy committee in turn would appoint a policy writer (preferably the principal) to prepare a draft of the policy for each section of the manual, for continuity of style.
5. The Board would review the draft of the policy, amend as necessary and adopt it. As this will be a very large task, a long-term plan of at least one school year will be required to complete the task which could be undertaken in the following suggested order:
   a. Goals of School
   b. Internal Board Operations
   c. By-laws of Board
   d. Organization and Administration
   e. Business and Non-Instructional
   f. Personnel
   g. Students
   h. Instruction
   i. School-Community Relations
   j. New Construction.
6. The principal in consultation with the faculty formulates the necessary administrative details to administer the policy and submits them to the Board for information and approval.
7. The Board of Education will determine the type of binding (preferably loose-leaf ring type), type of printing, groups or individuals to receive policies, color of paper for various kinds of statements, and procedure for amending, suspending and updating policies. (It is suggested that in the manual green paper is used for goals, blue

paper for policies, yellow paper for rules and regulations and pink paper for principles of administration.)

8. Once the policies are written or brought up to date, the Board of Education should develop a procedure to continue the policy making process. The following steps should be taken to maintain the policy making process.
   a. Select a representative committee to monitor the need for new policy with power to co-opt individuals closely concerned with any problem in need of written policy.
   b. After deliberation the committee presents the alternative choices for a policy together with its recommendations.
   c. The board makes its decision and informs the committee of its intent.
   d. The policy writer submits a draft of the statement for the Board's consideration and approval.
   e. The Board ensures that copies of the new policy appropriately dated and signed are distributed to all persons holding copies of the policy manual.
   f. The principal, with the faculty, develops the necessary administrative details to carry out the policy, and submits it to the Board for acceptance and distribution.

An outline of the policy manual is presented in the next section.

6. OUTLINE OF THE POLICY MANUAL

The following outline of the policy manual has been developed to serve as a model for individual schools to develop their own policy manual. Each

individual school may wish to alter the list to fit the particular needs of their situation.

In the outline the manual is divided into three major sections with Section B containing nine major divisions, based upon the Davies-Bricknell approach. Many other combinations would be possible.

Section A. School Goals, Philosophy, Objectives, and Articles of the Association.

Section B. Policies and Regulations:	Series
Article 1: School-Community Relations	1000
Article 2: Organization and Administration	2000
Article 3: Business and Non-Instructional Operation	3000
Article 4: Personnel	4000
Article 5: Students	5000
Article 6: Instruction	6000
Article 7: New Construction	7000
Article 8: Internal Board Operations	8000
Article 9: By-laws of the Board	9000

Article 7 may not be relevant in some schools which may not have the need or resources to undertake a building program.

Section C. The Role of School Board Members.

An expanded list of headings for each of these major divisions in Section B follows.

1000 School Community Relations

1100 Communications with the Public

1110 Media of Communication

1111 School Sponsored Media

1111.1 School Directory

1111.2 Advertising

1112 Other Media

1112.1 Publications

1112.11 Appearances, Interviews and Performances

1112.12 School News Releases

1120 School Board Meetings

1130 School Meetings

1140 Use of Students

1150 Responsibilities of School Personnel

1151 Superintendent and Other Administrators

1152 Teachers

1160 Responsibilities of the School Board

1200 Participation by the Public

1210 School-Community Associations

1211 Relations with the Board

1212 Cooperation of School Personnel

1220 Citizens' Assistance to School Personnel

1221 Purpose

1222 Qualifications of Assistants

1230 Visits to the School

1231 Loitering or Causing Disturbance

1300 Public Activities Involving Staff, Students or School Facilities

1310 Relations Between Public and School Personnel

1311 Participation in Community Life

1312 Complaints Concerning School Personnel/Instructional Materials

1313 Gifts to School Personnel

1314 Soliciting Funds from School Personnel

1320 Relations Between Public and Students

1321 Public Performances by Students

1322 Contests for Students

1323 Soliciting Funds from and by Students

1330 Use of School Facilities

1340 Access to School Procedures and Materials

1400 Relations Between Other Governmental Agencies and the School(s)

1410 Local Units

1411 Police Department

1412 Fire Department

1413 Health Department

1420 State Government

1430 Federal Government

1500 Relations Between Area, State, Regional and National Associations and the School(s)

1510 National Associations

2000 Organization and Administration

2100 Organization of School

2110 Description of Relationship with Board, Parents, Churches, and Christian Public

2200 Retention and Delegation of Authroty by the Board

2210 Detailed Description of Function of School Board and Superintendent

2300 School Administrative and Supervisory Personnel

2310 General Function

2320 Qualifications

2330 Appointment

2340 Duties

2400 Administrative Operations

2410 Organization Chart Showing Structural Relationships

2420 Line and Staff Relationships

2430 Authority in Absence of Policy

2440 Review of Administrative Decisions

2450 Control and Communication Systems

2451 Policy and Regulation Systems

2452 School Communications--Manuals, Directories, Bulletins

2453 Printing and Distribution of Documents, Agreements

2460 Professional

3000 Business and Non-Instructional Operations

3100 Budget

3110 Planning

3120 Preparation of Budget Documents

3130 Adoption of Budget

3140 Administration of Budget

3200 Income

3210 Tuition Fees

3220 Materials Fees

3230 Sales and Disposal of Books, Equipment and Supplies

3240 Sales and Rental of Property

3250 Gifts, Grants and Bequests

3260 Funds Management

3261 Borrowing

3262 Investing

3263 Depository

3264 Incurring Liabilities

3300 Expenditure

3310 Purchasing Guides

3320 Purchasing Procedures

3321 Requesting Goods and Services (Requisitions)

3322 Ordering Goods and Services (Purchase Order)

3323 Paying for Goods and Services

3400 Accounting

3410 Description of Accounting System

3420 Classification of Expenditure

3430 Periodic Financial Reports

3431 Treasurer's Report

3432 Budget and Expense Report

3433 Annual Financial Statement

3434 Audit

3440 Inventories

3450 Monies in School Buildings

3500 Non-Instructional Operations

3510 Operation of Plant

3511 Safety

3512 Utilities

3513 Facilities Use

3514 Cleaning

3515 Supplies

3516 Use of Telephone

3517 Security of Building and Grounds

3520 Maintenance of Plant

3521 Grounds

3522 Buildings

3523 Heat, Light and Plumbing

3524 Other Equipment

3530 Fixed Charges

3531 Pensions

3532 Insurance

3540 Auxiliary Agencies

3541 Use of School Bus

3542 Use of Private Cars for School Business

3550 Debt Service

3551 Direct Payment on Bonds

3552 Interest on Bonds

3553 Interest on Short-Term Notes

3560 Capital Outlay

3561 Grounds

3562 Buildings

3563 Heat, Light and Plumbing

3564 Other Capital Outlay

4000 Personnel

4100 Certified Personnel

4110 Permanent Staff

4111 Recruitment and Selection

4112 Appointment

4113 Qualifications--Certification

4114 Health Examination

4115 Assignment of Duties

4116 Rights and Responsibilities

4116.1 Civil and Legal

4116.2 Professional and Spiritual

4116.3 Duties

4117 Probation and Evaluation

4118 Tenure

4119 Separation

4119.1 Retirement

4120 Temporary and Part-time Personnel

4121 Substitute Teachers

4122 Student Teachers

4123 Part-time Teachers

4130 Activities

4131 Professional Growth

4131.1 Contributions to Local School Systems

4131.2 Study

4132 Meetings

4133 Non-school Employment

4140 Compensation and Related Benefits

4141 Salary Guides

4142 Salary Checks and Deductions

4143 Extra Pay for Extra Work

4144 Insurance, Workmen's Compensation

4145 Hospitalization

4150 Absences, Leaves and Vacations

4151 Absences

4151.1 Illness and Injury

4151.2 Family Illness

4151.3 Bereavement

4151.4 Professional Purposes

4151.5 Legal Commitments and Transactions

4151.6 Emergency

4152 Leaves

4152.1 Maternity

4152.2 Professional

4152.3 Military

4152.4 Civic

4153 Vacation

4200 Classified Staff

4210 Employment

4211 Recruitment and Selection

4212 Appointment

4213 Health Examination

4214 Assignment of Duties

4215 Responsibilities

4215.1 Clerical

4215.2 Custodians

4216 Probation and Evaluation

4217 Separation

4217.1 Retirement

4220 Compensation and Related Benefits

4221 Salary Guides

4222 Salary Checks and Deductions

4223 Overtime Pay

4224 Insurance, Workmen's Compensation

4225 Hospitalization

4230 Absences, Leaves and Vacations

4231 Absences

4231.1 Personal Illness and Injury

4231.2 Family Illness

4231.3 Bereavement

4231.4 Legal Commitments and Transactions

4231.5 Emergency

4232 Leaves

4232.1 Maternity

4232.2 Civic

4233 Vacations/Holidays

5000 Students

5100 Elementary and Secondary

5110 Attendance

5111 Admission

5112 Ages of Attendance

5113 Attendance and Excuses

5114 Suspension and Expulsion

5115 Attendance Records, Registers

5116 Transfers, Withdrawals

5120 Progress

5121 Examination and Grading

5122 Assignment to Teachers and Classes

5123 Promotion/Retention

5124 Reporting to Parents

5125 Student Records

5126 Awards for Achievement

5127 Graduation/Separation

5130 Activities

5131 Conduct

5131.1 Classroom, Hall and Grounds

5131.2 Student Driving and Parking

5131.3 Student Disorders

5131.4 Vandalism

5131.5 Drugs, Tobacco, Alcohol

5132 Dress

5133 Organizations

5134 Social Events, Meetings

5135 Management of Funds

5136 Class Gifts to School

5137 Part-time Employment

5140 Welfare

5141 Health

5141.1 Accidents

5141.2 Illness

5141.3 Health Examinations and Inoculations

5142 Safety: Personal and Possessions

5142.1 Lockers

5143 Insurance

5144 Discipline/Punishment

6000 Instruction

6100 Elementary and Secondary

6110 Schedules

6111 School Calendar

6112 School Day

6113 Emergencies

6113.1 Fire

6113.2 Civil Defense

6113.3 Bomb Threats

6113.4 Tornadoes and Hurricanes

6113.5 Enemy Attack

6113.6 Inclement Weather

6120 Objectives of the Instructional Program

6130 Organizational Plan

6140 Curriculum

6141 Curricular Design

6142 Subject Fields

6143 Curriculum Guides

6144 Controversial Issues

6145 Extra-Class Activities

6145.1 Intramural Athletics

6145.2 Interscholastic Athletics

6145.3 Publications

6145.4 Public Performances and Exhibitions

6145.5 Student Council

6150 Instructional Arrangements

6151 Class Size

6152 Groupings

6153 Field Trips

6154 Homework

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6161 Equipment, Books and Workbooks

6161.1 Textbooks and Workbooks

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7000 New Construction

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8110 Purpose and Role of the School Board

8120 Committee of the Whole

8130 Standing Committees

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8300 Methods of Operation

8310 Formulation of Policies

8320 Formulation of By-laws

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8340 Meetings

8341 Types

8342 Determining Agenda

8343 Preparation for Meetings

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8350 School Board Records

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9110 Number of Members and Terms of Office

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9130 Permanent Board Committees

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9200 Duties of Officers, Members and Auxiliary Personnel

9210 President

9220 Vice President

9230 Secretary

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9260 Individual Members

9300 Methods of Operations

9310 Adoption of Policies

9320 Adoption of By-laws

9330 Adoption of Administrative Regulations

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9350 Control of Funds

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9400 Association Meetings

9410 Annual District Meetings

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9520 Method of Balloting

9530 Inspectors and Tellers

In Section C some suggestions for orienting new board members could be provided. The writer did not have time to develop one for this guide so a copy of an existing one is enclosed as an example of the kind of publications that could be prepared for this section of the manual. See Appendix A for full details.

7. DEVELOPING GOALS AND OBJECTIVES FOR THE CHRISTIAN SCHOOL

A fundamental question facing any Christian school association is this: Why is the Christian school unique and different from any other kind of school? This portion of the guide is an attempt to answer that question.

The basic reason that a Christian school is different from every other school is that it is based on the Christian faith and encompasses not only a system of beliefs but a way of life. It would be outside the scope of this guide to present an extensive set of theological premises to summarize the Christian faith. However, various Christian churches, Christian organizations and Christian schools usually have a statement of faith which present their

position on the fundamentals of the Christian faith. Three examples are enclosed for information.

Example 1. Declaration of Faith of a Christian School

1. We believe the Bible to be the inspired, the infallible, authoritative Word of God.

2. We believe that there is one God, eternally existent in three persons; Father, Son and Holy Spirit.

3. We believe in the deity of our Lord Jesus Christ, in his virgin birth, in His sinless life, in His miracles, in His vicarious and atoning death through His shed blood, in His bodily resurrection, in His ascension to the right hand of the Father, and in His personal return in power and glory.

4. We believe that for the salvation of lost and sinful man, regeneration by the Holy Spirit is absolutely essential.

5. We believe in the present ministry of the Holy Spirit by whose indwelling the Christian is enabled to live a godly life.

6. We believe in the resurrection of both the saved and the lost: they that are saved unto the resurrection of life and they that are lost unto the resurrection of damnation.

7. We believe in the spiritual unity of believers in our Lord Jesus Christ.

Example 2. Extensive Statement of Faith of a Christian School Association

The basis of the Association shall be the Bible, which we believe to be inspired, the only infallible authoritative Word of God. Christian youth should be thoroughly grounded in the Word so that they may be fortified against the bold and unfounded statements of modern paganism. However, owing to the tendency in modern times to explain away the historic faith of the church of Christ by discrediting or giving unwarranted interpretation to the Holy Scriptures, it is imperative that we affirm our faith in plainly understood language. Only so will the Association merit the confidence and gifts of evangelical Christians. The following constitutes the Statement of Faith:

We believe in:

1. The verbal inspiration of the scriptures (II Timothy 3:16);
2. The Trinity of the God-Head, One God eternally existing in three persons--Father, Son and Holy Ghost (Matt. 3:16, 17; Matt. 28:19);
3. The personality, Deity and work of the Holy Spirit, the third person in the Trinity (John 16:7-11);

4. The Deity and virgin birth of our Lord Jesus Christ; that he was conceived by the Holy Spirit and therefore God manifest in the flesh (Luke 1:26-35);
5. His substitutionary death; that the Son of God gave "His life a ransom for many," and "bore our sins in his own body on the tree;" (I Peter 2:24, Matt. 20:28; I Tim. 2:6);
6. The bodily resurrection of the Lord Jesus Christ; that He ascended and is now at the Father's right hand as our Priest and Advocate (Luke 24:6; I John 2:1-2);
7. The visible, glorious, imminent and bodily return of our Lord Jesus Christ (I Thess. 4:16; Rev. 20:4-6);
8. The reality and personality of Satan; (Isaiah 14:12-17; I Peter 5:8; Rev. 20:1-2);
9. Direct creation as opposed to evolution (Gen. 1:1; John 1:1);
10. The universal total depravity of mankind (Romans 2:23; Jer. 17:9);
11. The grace of God in the new creation (Eph. 2:8-9; II Cor. 5:17);
12. Justification by faith apart from human merit (Rom. 5:1);
13. Faith as the only condition to salvation (Acts 16:31);
14. Water baptism (Col. 2:12; Rom. 6:4);
15. The Lord's Supper (I Cor. 11:23-29);
16. The New Testament order of a Gospel Church as a body of baptized believers, organized, independent, self-governing and voluntarily associated together for the service of God (Heb. 10:25; Matt. 18:20);
17. The great commission given by our Lord to His Church to evangelize the world; and that this evangelization is the great mission of the church (Matt. 28:20; Prov. 22:6);
18. The bodily resurrection and translation of the believers at Christ's return (I Thess, 4:16, 17; Rev. 20:4-6);
19. The bodily resurrection and judgment of unbelievers (Rev. 20:4-6);
20. The eternal blessedness of the righteous in Heaven and external existence and punishment of the wicked in the Lake of Fire (Rev. 20:15; Rev. 22:1-6; John 10:28-29).

Example 3. Statement of Faith of a Christian Higher Education Organization

We believe and maintain the following:

a. The plenary Divine inspiration of the Scriptures in the original languages, their consequent inerrancy and infallibility, and as the word of God, the supreme and final authority in faith and life;

b. The Triune God: Father, Son, and Holy Spirit;

c. The essential, absolute, eternal Deity, and the real and proper, but sinless, humanity of our Lord Jesus Christ;

d. His birth of the virgin Mary;

e. His substitutionary, expiatory death, in that He gave His life for all who believe unto salvation;

f. His resurrection from among the dead in the same body in which He was crucified, and the second coming of this same Jesus in power and great glory;

g. The total sinfulness of man through the Fall;

h. Salvation, the effect of regeneration by the Spirit and the Word, not by works but by grace through faith;

i. The everlasting bliss of the saved, and the everlasting suffering of the lost;

j. The necessity of maintaining, according to the Word of God, the purity of Biblical education in precept and practice, so that as practitioners in Biblical education we believe we should be Christian warriors for Christian education, contending for the Biblical side of each issue in our society which is concerned with education;

k. The supreme responsibility of the disciples of the Lord Jesus Christ to carry out the great commission of making His Word known to all men and to teach all that He has commanded us to teach.

These beliefs are used as the basis for developing a credo on Christian education which now follows:

7.1 A Credo on Christian Education

We believe that Christian education is primarily centered on the historical fact of the Lord Jesus Christ's mission to earth and the Bible, God's word. We believe that Christian education is a vital aspect of the Great Commission, the supreme responsibility of the disciples of the Lord Jesus Christ, to make disciples of all nations and to teach all that He has commanded us to teach.

We believe that the curriculum and texts of Christian education assume that God's Word is the source of all wisdom and that the Bible record is historically and scientifically true in every respect.

We believe that the Christian education program flows from a biblical world view and must have precise objectives to obey God in its curriculum

based on God's viewpoint of the physical, social, and spiritual forces and needs of the local, national and world communities.

We believe that the purpose of Christian education is to teach the Christian faith through instruction in God's Word and learning to live a life of discipleship and that what is considered as "normal" and "natural" is that which is clean and wholesome.

We believe that the family is the primary institution God created for the child's total education and that the school must reinforce the Christian ideas about truth, right, conduct and attitudes taught by the Christian family.

We believe that those involved in Christian education must consider themselves as substitutes for the parents so that the admonitions of Deuteronomy 6 and Ephsians 6 will be fulfilled--to nurture, admonish and bring the child to Christ, so that all of life's decisions will be made in conformity to the Word of God.

We believe that children will learn their proper relation to God and their fellow men when the lives of their parents and teachers model godly living.

We believe that all of education is value laden and that Christian education seeks to provide true facts which are based on the historic Christian faith and a biblical view of reality and relate the Christian faith to every aspect of life.

We believe that the child's spiritual, social, emotional, intellectual and physical needs should be provided for in Christian education when Christian training, discipline, and high standards of Christian conduct are encouraged and enforced.

We believe that Christian education should give the children protection within the halls, playground, and restrooms, from bad language, bad behavior, and attacks by rebellious and unruly children, and positive direction in good behavior and care of buildings and materials as their primary responsibility to God is emphasized.

We believe that Christian educators should take a biblical view in deciding how students must act, how teachers will teach, and what the goals of education are.

We believe that the Christian school's uniqueness lies in: adequate time for Christian instruction; the impact of professional teachers who are Christians; the fact that the learners' needs and values are directly being met and reinforced by the school which works in partnership with the home; the atmosphere of worship engendered by daily prayers; and above all a faith which is not compartmentalized but integrated with life.

The statements of beliefs should not be adopted per se but used in formulating a statement true to the founding basis of your own school.

7.2 A Philosophy of Christian Education

It is not sufficient only to know what to believe but it also is doubly important to know why one holds a set of beliefs. The philosophical basis for Christian education will now be examined.

In looking at this topic there are a number of age-old questions that confront us, including: What is Man? Who is he? Why was Man created? What does God want from him? How does God view Man and what he has become? These are fundamental questions to ask in developing a Christian view of man and education. An example of a paper on this issue is to be found in Appendix B.

It will be outside the scope of this paper to consider this topic in detail but it will be necessary to share some basic ideas. First and foremost the Christian educator sees the whole person as being created in God's image and unique in every way. If one is to teach the whole person, there must be a realization of the interrelatedness of spirit, soul (mind, emotions and will) and body. Each aspect is essential to full development of the child in learning to live the life of faith and to love and serve God and their fellowmen.

Second the Christian educator also views Man as being alienated from God, under the bondage of "sin, the world and the devil," and being under the curse of death. Man is born into this world with original sin, thus sins and cannot establish a relationship with God nor enjoy relationships fully with his fellowmen. Man has enormous capacities but because of his sinful nature enjoys a temporal existence with a certain eternal death.

Third, God in his bountiful love and goodness, sent His Son, Jesus Christ so that through His birth, life, death, resurrection and ascension, Man might experience God's love and forgiveness through the presence of Christ's redemptive work on the cross. Through faith in Christ's saving work man is free from the penalty of sin; the indwelling Holy Spirit frees the believer from the power of sin and enables the believer to live for Christ each day; the hope of Christ's second coming purifies the believer and enables him to have hope in a world of sin and sorrow.

As forgiveness flows from love, so love flows from forgiveness. The Christian's earthly relations are restored as he seeks, experiences forgiveness and love from fellow Christians. He receives the capacity to love and forgive through faith in Christ.

The Christian educator realizes that although Christ died for all, not all learners at a Christian school need necessarily be Christians. So the Christian teacher acts as a "priest" (in Hebraic terms)--he presents the children to God and represents God to the children.

Fourth, the great drive of contemporary Man is for truth. For the Christian this search first of all acknowledges the supreme authority of God and the Scriptures and their application to all other secondary sources of truth.

Fifth, the great task of the Gospel is to lead people to repentance, nurture and above all to Christ. He is the center of the Christian life, Christian education and without Him there is no distinctive, no purpose, no need for a school.

In summary, a Christian school seeks to transmit a cultural and spiritual heritage through mature Christian teachers as they guide young learners toward Christian maturity. They deliberately and systematically influence the learner toward a Christian view of life and commitment to Christ. All instruction should therefore be consciously Christ-centered, Bible-based and relevant to contemporary life. It must be clearly understood that the school undertakes this responsibility, jointly with the home, the Church and other individuals and groups.

7.3 Objectives of the Christian School

The general objectives of the Christian school include:

a. To help students develop an integrated Christian view of life and reality.

b. To identify, set up, communicate, and maintain a Christian life style and culture.

c. To recognize, develop and maximize the individual potential of every child for the purpose of loving faithful service to God and to his neighbor.

Specific objectives encompass three areas--spiritual, academic, and physical; and these follow:

Spiritual Objectives

1. To help every child become a disciple of Jesus Christ through helping him:
   - 1.1 To repent and have faith in Jesus Christ.
   - 1.2 To train him to develop fellowship with God through daily intake of the Word, prayer.
   - 1.3 To train him to share his life with Christians and non Christians.
   - 1.4 To yield himself totally to God, a sustained sacrifice, obeying all of His Will.
   - 1.5 To live a life of moral purity.
   - 1.6 To train him to nourish his own spiritual life by teaching him how to study and memorize the Bible and how to apply its principles to every area of his life.
   - 1.7 To develop world vision and his responsibility to God.
   - 1.8 To teach him how to live a separated winsome life.
2. To help every child to realize his full spiritual stature and how
   - 2.1 To love God completely.
   - 2.2 To love his neighbor as himself by positive gracious participation in social and community relationship.
   - 2.3 To love himself by: developing a maturing sense of his value as a creature made in the image of God; seeking goals for use

of time and talents to fulfill serving God in everything; and realizing the value of his body and mind and that they belong to God.

2.4 To develop a love and a sense of standards for God's creation.

Academic Objectives

1. To provide a solid academic program of study so that the child will be able:
   1.1 To read and understand written materials.
   1.2 To use arithmetical processes readily.
   1.3 To express himself clearly and effectively in speech and in writing.
   1.4 To develop critical thinking and creative skills.
   1.5 To understand the created world.
   1.6 To learn to work independently and cooperatively.
   1.7 To develop his abilities fully.
   1.8 To learn responsibility for his own life.
   1.9 To appreciate the fine arts.
   1.10 To responsibly shape, use and enjoy God's creation.
2. To integrate academic subjects with the Bible so that the child will be able
   2.1 To think clearly about the world from Biblical presuppositions.
   2.2 To form valid judgments from a Christian perspective.
   2.3 To learn that all of life must be related to God as He gives life its significance.
3. To prepare the child for adulthood by helping him
   3.1 To understand his national heritage and the problems facing his nation and world.

3.2 To prepare him for civic responsibilities as government is ordained of God.

3.3 To develop a servant attitude in helping him implement opportunities to serve God, to serve his fellow man in human relations in every area of life--in home, church, social, educational, political, economic, vocational, and recreational life.

3.4 To develop understanding and skills required for success in a future occupation.

Physical Objectives

1. To stimulate the child to desire wholesome physical and mental recreation by being able

   1.1 To develop physically through various sporting activities.

   1.2 To have biblical attitudes toward human bodies.

   1.3 To develop mental health.

   1.4 To teach respect for the body and how to care for it properly.

2. To develop Christian social graces and good deportment.

These objectives are comprehensive in scope and provide the basis for the total development of the child in a climate of Christian education.

8. AN EXAMPLE FOR CONSIDERATION

The Board of Education may develop a policy for field trips as follows:

"Regular field trips within the county may be organized by teacher related to the academic and sporting program, utilizing the guidelines determined by the principal."

A set of rules for the execution of this policy could be as follows:

"A permission slip must be signed by parents and returned allowing children to leave the school ground or travel within the county for sports events. Field trips will be limited to the county area and will not involve an entire school day.

The following rules must be obeyed:

1. Destination and time for the field trip will be set by the teacher(s).
2. The teacher is solely in charge while on the field trip.
3. Signed permission slips MUST be in before the day of the field trip. Due date (listed on permission slip) will be several days before time of field trip. Permission by phone will NOT be accepted.
4. All necessary fees will be listed on permission slip. The teacher will set a limit on spending money.
5. Only parents who have been contacted to act as chaperones may accompany the class.
6. No transistor radios, gum or candy will be taken. No refreshment snacks, etc., will be taken except those planned for the trip.
7. There is to be NO STOPPING for refreshments, etc., on the way back to school unless this is part of the planned field trip."

Usually one item of policy appears on each page of the manual to allow it to be easily amended, added or deleted. An administrative detail (rule, regulation) is numbered identically to the policy statement and placed in the manual next to the policy, two colors of paper being used to distinguish them. Page numbers utilize the numbers given to policies.

CONCLUSION

The writer has attempted to develop a guide that can be utilized by various kinds of Christian schools in formulating a policy manual. Each school is unique because of its special set of beliefs; its staff, parents and students; its curriculum; and its physical facilities and environment. Consequently, this guide may need to be adapted to deal with the exigencies of the situation. Hopefully, though, it will serve as a foundation for developing a policy manual for the efficient and effective functioning of each school.

A special closing word to Christians who would be policy developers, policy writers, policy evaluators and policy adopters, remember the words of Ecclesiastes:

1. Timing for Policy Making

   Chapter 3:1. "To every thing there is a season and a time to every purpose under heaven."

2. The Process of Making Policy

   Chapter 5:16,2. "And be more ready to hear, than to give the sacrifice of fools; for they consider not that they do evil, Be not rash with thy mouth, and let not thine heart be hasty to utter any thing before God, for God is in heaven, and those upon earth; therefore let thy words be few.

3. The Cost of Making Policy

   Chapter 12:12. "And further, by these, my son, be admonished of making many books there is no end; and much study is a weariness of the flesh."

APPENDIX A

THE SCHOOL BOARD MEMBER'S GUIDE
TO POLICY DEVELOPMENT

WELCOME, BOARD MEMBER

We are delighted that your school district is a member of the Educational Policies Service of the National School Boards Association. Since 1970, EPS/NSBA has provided authoritative and continuing assistance to more than 5,000 school boards across the nation. This service focuses on the vitally important task of getting and keeping local school board policies up-to-date—and addressing those policies to contemporary educational needs. We value your participation with us in this significant program.

The Guide you are now reading is one of several related EPS components. It provides board members with useful insights into policymaking and suggests ways to become more effective in providing leadership in this area of responsibility. A companion Guide has been sent to your district administrator. That booklet treats in detail the technical side of the subject—drafting policy proposals, preparing policy manuals, codifying policies and so forth. In addition, your administrator has a copy of our two-volume **Educational Policies Reference Manual** and a packet of SEARCH Certificates for acquiring on-call reference help from the Policy Information Clearinghouse. The publication *Updating School Board Policies* which you will receive each month is also a component of this service, as well as a monthly packet called *The School Administrator's Policy Portfolio* which goes to your central office.

Should you have any questions about school board policies in general or the EPS program in particular, please direct them to the EPS director at the NSBA address below.
Again, welcome.

Harold V. Webb
Executive Director
National School Boards Association

THE SCHOOL BOARD MEMBER'S GUIDE TO POLICY DEVELOPMENT
by BEN BRODINSKY
☐ This Guide is a component publication of the National School Boards Association's Educational Policies Service. Additional copies are available at $2.00. A nominal charge is added for postage and handling unless payment accompanies the order.

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The EDUCATIONAL POLICIES SERVICE
of the NATIONAL SCHOOL BOARDS ASSOCIATION
1055 Thomas Jefferson St., N.W.
Washington, D.C. 20007

Question your board's policies—constantly

When you arrive at the board room for a meeting, or for any board of education work session, you'll find it of greatest usefulness to bring with you a set of special questions. Use them, one at a time, at the appropriate time. When the board gets into a long and tiresome discussion upon some point, bring out one of these questions: "Do we have a policy on that problem? If not, why not?" And at other occasions, when the hour grows late, board members become fidgety, and the debate meaningless, put the other questions to work:

"Didn't we enact a policy on this question last year?"

"Why don't we refer that group of protesting people to our policy manual?"

"Isn't it time we updated that old policy? It just doesn't make sense now."

"When are we going to develop new policies on that new situation?"

When you use such questions you reveal yourself to be a policy consumer, a policy enforcer, policy policeman, policy questioner, policy starter, or policy innovator.

These are good and proper roles for a board member. They point to one of the school board's major functions, namely, to develop, enforce, and revise policy to serve the cause of our children's education.

Why the emphasis on policy, you may ask. The word "policy" may have a far-out sound for you. It shouldn't. Policy functions continually in our daily lives. At home, you and your spouse may decide that 16-year-old Jimmy can use the car only twice a week and that he must earn enough to pay for his own gas. That's a policy decision. Or, you may decide that you'll take your vacations during the spring instead of summer. That's another policy decision. The first one gives you control over Jimmy's use of the car; the second one helps determine the pattern of your work and recreation. Although you may not think of these as instances of policymaking and policy enforcement, they are actually so.

If you are employed, you rarely think of policy, unless you serve in a high executive position. Most employed Americans carry out the policy determined by a board of directors or by the owners. The owners may decide to develop a new line of products, or phase out an existing line; to have a sale twice a year instead of once a year; to introduce new methods of production; or invest more money in advertising. Policy made in the board of director's room or in the owner's office (or decided by him on the run) is then for the employees to carry out. The overwhelming number of Americans, being employed, give their time and effort to carrying out the policy of others.

If you are self-employed, you make policy and also carry it out—without making a big deal about the distinction. As a farmer, you may decide to give up dairying and go into soybeans—so you sell the cows and start planning with the county agent for soybean planting and selling. As a gas station operator, you may decide to add a car-washing service and employ a mechanic full time. You decide and you act. You make up your mind, and you carry out your decisions. You make policy and you administer.

The typical American, then, is a doer, an operative, one who carries out or implements policy decided by others. Or else he is both policymaker and executor of that policy—whether it's so slight a matter as keeping his store open until 9 p.m. instead of closing at 5 p.m., or deciding to raise rabbits instead of Christmas trees.

When this typical American is summoned to serve on the board of education in an American school system—everything becomes different. And challenging.

And it is an experience unknown elsewhere in the world. No Serb, no Arab, no Hindu, no Latin American, and no member of the great Oriental societies—and that takes in nearly all the globe—has the privilege of serving on a body with the functions and awesome responsibilities of an American school board.

2

Five essentials for policymakers

Let's look more closely at the nature of the school board member as a policymaker.

First, as board member you're required—by law, by theory and by good practice—to give a major portion of your time, effort, and talents to policy development and to see that policies work. To put it as sharply as possible: as board member you are not expected to be an operative; you are not asked to roll up your sleeves and wade into the job of cleaning out the mess—if there is a mess. You are not to "get things done."

Because—second—you have a staff to get things done. The school superintendent is the chief of that staff, and you work mostly with him. He is employed to carry out your policy. Formulation of policy is "your thing," and the thing that counts most in board membership.

The third factor to keep in mind about your job of policymaking is that you are operating in the field of education—a field that has engaged the minds of philosophers and statesmen; that has challenged the attention of men and women from Socrates to Rousseau to Montessori to Dewey; that has called upon the thinking of individuals which include China's Confucius, Russia's Peter the Great, France's Napoleon, and America's Tom Jefferson. Today, after generations of study, teaching and learning still baffle the best of our scholars. The operation of America's school systems still remains a venture that defies dogmatic and easy solutions.

The fourth factor to keep in mind is that serving on a school board is not an assignment for a rough, tough, high-handed individual. The individual member, by himself, has little power and no legal standing. That's an essential lesson to learn: *Only the board as a body can make policy.*

Therefore, you, as an individual, will have to persuade, compromise (a good word in this context), balance, and harmonize points of view if you are to develop wise policies for your school system.

And at all times while serving on the board your actions will have to adhere to law, obey court decisions, follow federal guidelines, and comply with contracts.

Policymaking in such a situation—and such *is* the situation in most communities—is a slow and deliberate process. You don't ram through policies; you grow and nurture them. In your private life and on your job you can often hire and fire on the spot; make decisions without conferring or consulting anyone, change your mind with alacrity; take risks with your money or your reputation. Service at the board of education table is nothing like that. It is public service. It is labor for and on behalf of children and youth and adults who want to use education as one means for reaching their goals and assuring their happiness. Therefore, what you do around the board table you will do for the good of others and not to satisfy your ego.

The fifth factor to keep in mind is that the staff which you employ is not, will not, and should not be totally subservient to the board. The superintendent of schools is a professionally trained expert. He must carry out certain obligations prescribed by law as well as those placed on him by his professional associations and professional ethics. This is equally true of principals, teachers, department heads, and staff specialists. These individuals have an obligation to see that sound educational policies are followed for the good of the child. To use an extreme example, you and your board may believe that caning children is good for larnin', but it is doubtful if you will be able to implement a child-whipping policy because no professional staff will enforce it.

On the positive side, your cooperation with staff will mean that you will receive a constant flow of ideas about new policies to be introduced and old ones to be revised. You will get proposals for choices and for alternatives. You will get back-up and background information for making decisions. You will get evidence that certain policies will, or will not, work.

Such assistance is invaluable. Your board will not be able to operate effectively without it. But once the facts are in, all the evidence is recited, and all the arguments are made by the staff, only the board can say Yes or No.

As board members, then, we are responsible and accountable for the success and failure of the policies. We cannot surrender this responsibility. We cannot place it all on the shoulders of the professionals. Quite the contrary. The voters and taxpayers who summoned us to the board table expect us to give a great deal to the development of policies, regardless of how complex the task may be. The people expect us to contribute our common sense, our layman's point of view, our understanding of the people's needs.

The task of policy development for the schools is a task that is different and challenging, and it is very near unique in the experience of citizens.

Difficult? Yes. Possible of achievement—definitely.

3

Policy: an idea to bring about action

A definition for "policy" is not easy to state. Most dictionaries are off base when they try to define the term. "Policy: a course of action," say the Websters, big and little.

Not so, say those who have worked in government, business organizations, political parties, or large foundations.

A policy is an idea designed to bring about action—the kind of action the policymaker wants. A statement of policy is built on a dream, on a hope, on an expectation. "Thou shalt love thy neighbor as thyself" is a great policy in purest form. ". . . [To] establish justice, insure domestic tranquility, provide for the common defense, promote the general welfare . . ." is Constitutional policy which gives direction to our governmental bodies and brings out countless actions and plans of actions.

Policy is an idea with power. When we speak about school board policy, then, we refer to ideas which will bring about prudent actions by staff. We mean check points to guide the actions and programs started and conducted by the administration. A school board policy is designed to tell the administration what actions the board wants or expects and what it will approve.

Thus, soundly-constructed policy will have at least two major elements: It will tell what the board wants to happen, and it may explain why it should happen. These two "messages" tell the administration enough to get working on the task in accordance with the board's wishes. Yet it provides leeway for executive judgment.

Some policy statements go further, prescribing who is to carry out the board's wishes, and when and how. Such statements begin to take on the aspects of directives or regulations. Instead of aiding the administration in carrying out the board's wishes, such policies may actually hinder. Good board policy, then, does not tie an administrator's hands. It releases his executive talents so he can implement the board's wishes in a resourceful and creative manner.

School board policy development (to put it simply, at first) is a process during which a school board brings forth its own ideas (or receives the ideas of its professional staff) and checks them, weighs them, ponders them, gets agreement on them, and finally puts them into writing for all the community to see and know. Such policies become the reservoir of power for the board.

Policy, then, *is* power. Those who make policy are in control. Only the board which takes its policy-development role seriously will be able to exert its influence, exercise its authority, and create the kind of educational program the community needs.

4

Written policies pay off in practical ways

A board does a total, fully-rounded job when it develops written policies for every major phase of school life and school operation. District organization, fiscal management, business functions, construction and maintenance, facilities and supplies, personnel and public relations—yes, the board must adopt policies on these topics. But instruction and curriculum, students and their activities, testing, and textbook selection must also benefit from the guidance and judgment of the school board and its policymaking role.

The board which leaves most of the instructional patterns and emphases to the staff is doing only half a job. The staff needs the wisdom of the layman who has the power to make decisions.

And only written school board policies can authorize a staff to venture and experiment with such new ideas as open education, the year-round school, or alternative schooling provisions for those students who can benefit from them. Written policies give a board the opportunity to prove that educational leadership can flourish in any community.

Written board policies, then, can

control, regulate, direct. They can also inspire, encourage and upgrade. They can start change and innovation. They can lead a school system and its community to great achievements for children, youth and adults.

But written school policies do even more. They pay off in a practical way. They tune up the board's machinery; they make for an orderly-operating mechanism. Here are some of the ways this is achieved:

- ☐ **Written school board policies foster stability and continuity.** Board of education members come and go; staff people leave, retire or are separated. But policy endures. A policy book, containing updated policy statements, assures smooth transitions when changes take place.
- ☐ **Written policies keep people informed about the board's goals and its position on major educational and operational problems.** When any public body operates in the sunshine of full disclosure there can be no charges of secrecy or "cover-up." Accountability becomes reality.
- ☐ **Written policies clarify board-superintendent relations.** When the board writes policy, it gives the school superintendent the kind of broad directions he or she needs to tap staff skills for effective results. When the board focuses on policy, the superintendent can concentrate on program. And each keeps out of each other's job.
- ☐ **Written policies save time and effort for the superintendent.** When problems come up on which there is board policy—whether it's pregnancy among school girls, the use of school buildings by private groups, or criticism against textbooks—the superintendent does not have to go to the board each time for a decision. He disposes of the matter on the basis of board policy.
- ☐ **Written policies save time and effort for the board.** Where policy exists, there need not be long board discussion on details of administration—that's the superintendent's job. Where policy exists, there need not be a re-run of arguments on a problem which had been settled before by policy agreement. Where policy exists, there need not be tedious arguments late into the night. "Didn't we enact a policy on that question last year?" is all that needs to be said to end the discussion and to move on to the next order of business.

5

Dealing with "inherited" policies

The policies school boards enact on their own are not the only ones that affect local school governance. Voluntarily or involuntarily, every school system acquires, or "inherits," policies from other sources. Some examples:

Federal law generates policy at an unprecedented rate. As Congress enacts legislation dealing with desegregation, migrant children, vocational education, or the education of the handicapped, it also prescribes policy for local school districts to follow—that is, if they are to benefit from the programs. And federal legislation today covers more than a score of major areas in which local schools have an interest.

Federal guidelines, developed by executive departments in Washington, are another source of policy direction. These guidelines may cover instructional and noninstructional topics from environmental education to school lunch, from use of surplus property to the rights of women employees. These guidelines frequently "mandate" local policy and/or policy-related procedures if the district is to participate in programs supported by the federal government.

The courts, from the U.S. Supreme Court down to the lowest judicial body, constantly make decisions containing policy ideas binding on the schools. Nearly every school system has changed its thinking and its practices in recent years after court rulings on school busing, the rights of students, and on the limits of public and nonpublic school cooperation.

Your state government is an unending source of policy for your district. Legislative statutes and the regulations, decisions, and rulings by your state department of education or the attorney general impose policy directives for schools to follow. These state-imposed "policies" may range from prescribing observances of Arbor Day to detailing the rules to follow in the conduct of teacher dismissal cases.

Research agencies, professional associations—and public opinion—are sources of policy indicators, if not of actual policy directives. When any of these has something to say about the kinds of textbooks the schools should use, or the effects of corporal punishment, or the value of parent conferences, the school board often listens and follows up with a "translation" into policy language.

Two other repositories of policy need to be mentioned:

The negotiated contract with teachers may incorporate policy which had been previously adopted by the board. Or, just as likely, the contract may include policy which had been hammered out during the process of negotiation.

Finally, there are the **"hidden policies."** These are the actions and decisions of a board which have been made over the years and which may be scattered in minutes or other records. Only old-timers may remember them. But, such decisions

and rulings have the force of policy and legal standing.

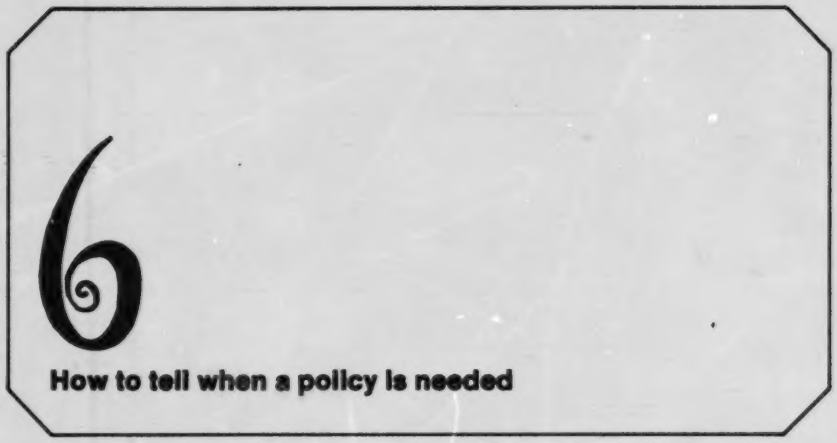
Now, the fact that old policy exists or that new policy continues to flow into the district from outside sources does not relieve the board of its day-to-day policy responsibility. In fact, it imposes a stern obligation to master and manage policy. The board of education must take these steps to handle the policy concepts or directives that keep tumbling into the district:

1. Adopt them for local use and application. The courts may decide that students have a right to choose their own mode of dress for school, but the school board must work this idea into a local policy and direct the administration to develop necessary rules for its application.

2. Codify and organize the vast body of policy. As already mentioned, state law and federal enactments are often a melange of goals, ideas, expectations, and just as often prescriptions of very strict rules. One set of guidelines from a federal agency may affect curriculum, students, public participation in the program, and its bookkeeping procedures. The efficient board does two things—it disentangles the threads of policy from regulation and places the different types of policy topics under easy-to-see categories.

3. Make the policies public knowledge. And have them easily accessible to the administration and staff for information and use. Ignorance of school policies is no less excusable than ignorance of civil or criminal law.

In summary, then, a board's responsibility toward externally-developed policy is not only to receive it, but to put it to work under local conditions, to organize it into a usable system, and to keep telling the world about it.



6

How to tell when a policy is needed

A policy begins, grows, and develops when the administration, or staff, or students, or the citizens call upon the board to see to it that the educational system delivers what they expect of it. A policy—wisely and most effectively—also has its origins when the board looks ahead and anticipates problems, issues, and needs that are likely to be of serious concern to students and the community.

Some of the problems calling for the board's attention will be of first-rank importance. For example:

- The curriculum council recommends a nongraded primary program
- Students want a wider range of clubs.
- A patriotic society wants to eliminate a certain textbook.

Other issues may not be as significant, but may become worrisome if not covered by policy. The local merchant who wants to donate a scoreboard for the gym on the condition that it carry advertising can be easily reasoned with on the basis of a policy—if it exists. If it doesn't, a minor flare up may be in the offing.

The effective board does not sit back and wait for problem surprises. Nor does it deal with all topics that man, woman, and child want it to consider.

The effective board uses formal and informal ways to spot and sift the problems requiring policy decisions. The ears and eyes of every board member must certainly be considered among the effective media for problem identification. The board must also require that the superintendent bring to its attention both current and emerging problems—those which have to be resolved at the next meeting, and those which may take a year or more to settle.

Reports from faculty committees, resolutions by community groups, and editorials in the press and on the air provide constant clues to the board regarding problems, issues, and needs.

The local public opinion poll on school topics is a more formal mechanism for identifying problems, issues, and needs. Low-cost public opinion poll procedures have been worked out and applied in many parts of the country. An opinion poll can point with dramatic power to the policy tasks which a board must undertake.

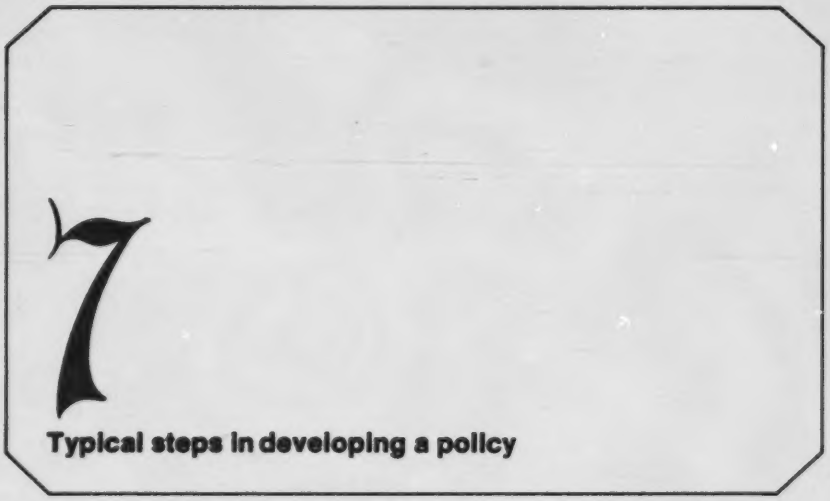
The regular board meeting, so conducted and so managed that the public is not only free, but encouraged to speak its mind, is a useful medium for identifying upcoming issues. We underutilize the regular meeting if we don't make it, at least in part, a means for getting the ideas

of the people about the school system.

The school board meeting can be used in still another way for identifying and sorting out major school problems. Several times during the year, the regular meeting can be turned into an open forum for public discussion of any topic relevant to the times and the people. At such a meeting, no business is conducted. The people speak. The board listens. The people demand. The board takes note.

And the word "people" at such forums could consist, on one occasion, only of students; at another occasion, only of teachers; at still another occasion, only of employers or business leaders. Imagination, ingenuity, careful preparation and a bit of showmanship can make the open forum a useful device for gathering ideas that are required for policymaking.

The effective board works on the right policy topics at the right time. This means it develops policy on significant educational questions *before* crises develop and before the fires flare.



7

Typical steps in developing a policy

In real life a board may be engaged in developing policy on several topics at once, but for the sake of simplicity, let's track one problem/need/issue for which no adequate local policy exists. What next?

Now begins the actual process of policy formulation. It may be a short process if the problem is simple and uncomplicated, or it may take months if it deals with a matter that greatly affects students, teachers, or taxpayers. Regardless, here's what the process entails:

- ☐ **Assembling policy material.** To develop policy, the board always needs the assistance of the superintendent and the professional staff to do the background work and make recommendations. Gathering the facts will be the staff's chore, but analyzing them will be up to the board. The board will also have to know a good deal about the wishes and feelings of the people the policy will affect. It will need evidence on the success of the policy being considered when it was tried in other communities. It will need to weigh alternatives—that is, to consider a number of ways the problem could be resolved—and then choose the most desirable approaches. The superintendent is a key person in bringing policy material to the board.
- ☐ **The work session—a time for study.** Next, the board must have opportunity to study the problem calmly and deliberately. Usually this cannot be done during a business meeting with a crowded agenda. Study of policy elements and decisions regarding policy alternatives deserve something better than the late, late hours of a board meeting. Policy study deserves time, and time for this purpose can be made, if a board's business is disposed during the first meeting of the month, and important policy discussions are scheduled for the second or third monthly meeting. No routine business should be scheduled at these meetings. They should take on the aspects of workshop sessions, preferably, open to the public. At such workshop sessions the board should make time to hear opinions and to weigh the merits of proposals.
- ☐ **Drafting, checking, and rechecking.** Eventually, the superintendent takes responsibility for preparing a statement which harmonizes the ideas of the board, the views of the people to be affected by the policy, and the good of the educational system. Copies of the statement are widely disseminated if the issue is one of general public concern. Labeled either as "Tentative Draft" or "For Discussion Only," copies of the proposal go from the superintendent's office to those individuals or groups who may have something to contribute to the policy or will be responsible for its implementation. Expect changes and revisions. It's part of normal operating procedure.
- ☐ **First reading, second reading, adoption.** Sooner or later, the policy proposal is placed on the agenda of an upcoming board meeting for a "first reading." Those most interested in the proposed policy are notified that action by the board is about to take place. Once again, interested individuals are given an opportunity to voice their opinions and register their approval or dissatisfaction. If the policy proposal encounters serious objections, it is referred back to the superintendent (or a board subcommittee) for further revision. But if the "first reading" goes through smoothly, the proposal is placed on the agenda for final action at a subsequent meeting. This extra period of time gives all concerned parties a further chance to ask questions and to offer improvements.
- ☐ **Inform, publicize, disseminate.** A story in the newspaper about the adoption of a policy is not enough. Instruct the superintendent to make use of internal and external media to tell the community and specialized groups about the policy. If it's a policy important to teachers, use every possible channel to inform teachers. If it's a policy

of interest to mothers of kindergarteners, use every channel possible to reach that group.

- ☐ **Implement, enforce, police.** No policy is self-starting and certainly not self-enforcing. You may have to put push behind a policy. The rules and regulations that will be developed by the superintendent for the implementation of this policy will be important here. But in addition, request the superintendent to outline the actions he will take to put the policy and regulations into effect and to see that they have a chance to work.
- ☐ **Evaluate, revise—or scrap—if necessary.** Ask the administration for periodic reports on major policies in the manual. Are they working? Are they in tune with the changing times? Do they need revision? Have they become so outdated that they are useless? Which should be scrapped?

Policies to serve education's highest aims

The truest thing that has been said about school board policy development is that it never ends.

Also school boards must support the policies they enact with ingredients necessary for their success. If you've adopted a policy for a strong inservice education program, you should expect to authorize funds and staff time to make that policy come to life. Policies shrivel and die if not maintained with resources which only the board can provide.

There are no easy steps and no fixed rules for the making of policy. Methods vary with different boards. Yet, some basic concepts underlie the process:

1. Policies do not come ovenmade from the central office; they grow out of the real needs, issues and problems of a school system.

2. Policies are not put before the board for rubber-stamping; they're placed before the board and the community for study, discussion, possible editing—and, finally, board action.

3. And there is the necessary wisdom of assuring that the people who will be most directly affected by the policies will have a direct role in their making—as partners with the board and the administration.

Policies deal with so wide and broad a range of topics, that some are of crucial importance, while others are not. The efficient board therefore husbands its energies and works most diligently on the truly important policy topics.

One way to look at policies is to see whether they are positive or negative. Many simply say No, thou shall not. . . . They are restrictive and prohibitive. They forbid—and threaten punishment if something is done or not done. Such policies are needed because an institution as complex as a school system has to protect itself and protect those whom it serves.

Yet, we must realize that negative policies do not inspire people nor serve in any grand way to advance the cause of quality education. For that we need positively-oriented policies in greater abundance, because affirmative policies can indeed enlarge and expand the educational effort.

Also, many policies are concerned with ways to get something done, with the steps to take (or not to take) on certain matters. These are policies of procedure. They, too, are necessary for orderly business. They save time and effort. But important as procedural policies are, they do not get to the heart of the matter of educating children and youth.

So, again, we need to look at policy topics closely in order to determine relative importance. One useful approach is to recognize that there are policies which deal with (1) educational ideas, (2) people, and (3) things.

Policies concerned primarily with **educational ideas** would include the following:

—Shall we experiment with the open classroom approach?
—Shall the board launch a career program in the early grades?
—Shall we abolish final examinations and seek better ways of evaluating student achievements?

Policies concerned primarily with **people** might include the following:

—Are citizens advisory committees desirable and under what conditions?
—What shall be the board's attitude toward delinquents, vandals, and seriously disruptive students?
—Shall students be given a voice in

school government and to what extent?

And some sample policy topics dealing with **things** might include the following:

—Shall we lease or own the school buses?

—Shall the board invest in a swimming pool for its new senior high school?

—Are temporary school structures and emergency schoolhousing provisions desirable, or are they to be avoided at all times?

One thing must be said immediately about such a rough grouping of policy questions. Any one of the topics listed under any one of the three major heads may have an educational idea, will affect people, and will require the use of things.

Nevertheless, it is useful to have some measures regarding the value and the utility of a given policy. And the useful questions to ask are:

Is this a No, or Yes policy?

Is it a procedural policy?

Does it deal with an educational idea? With the interests and needs of people? With the management of supplies, equipment and facilities?

The sophisticated board member recognizes that some policies are at the bottom, or in the basement, of our structure of educational needs and values, and that others are near the very top, where the high purposes of education are.

And the choice is always yours as to which policies you will want to devote your good sense, your mature experience, and your valuable time? For example, are you going to devote as much time, deep thinking, and excited argument on a policy setting up a petty cash account for the athletic department as you are when you develop a policy on gifted students?

The public and the staff will take our policymaking seriously only when we concentrate on serious issues—on topics of first concern to children, to the community, and to the educational enterprise. ■

APPENDIX B

THE NATURE AND AIM OF CHRISTIAN EDUCATION

THE NATURE AND AIM OF CHRISTIAN EDUCATION

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In order to determine the nature and content of a particular course of studies and the pedagogical procedures necessary to achieve the objectives of any part of the curriculum of the elementary and secondary school, we are in need of a frame of reference. For any particular course of studies is always the more or less conscious and more or less logical outworking of a specific view of man and education. The purpose of this paper is to explore the implications of a Christian view of man and education for a specific course of studies.

A. Anthropological Presuppositions

Every theory of education presupposes a certain anthropology. From Montessori's methods to Dewey's creedal statements, every educational theory is founded upon a religiously slanted theory concerning human nature. It would not be difficult to demonstrate the truth of this thesis. All discussions of detailed educational questions, therefore, ought to be preceeded by a consideration of our anthropological starting point. Especially when we start to work out a specific course of studies, the need for a more thorough analysis and a deeper foundation becomes apparent.

To ask what the aim, curriculum and methods of a particular program of studies ought to be like, is to ask what man's task is like and what role the school ought to play in preparing the child for this calling. These practical questions concerning an aspect of the curriculum and methodology immediately confront us with the question concerning man: his nature and calling.

There is a certain view of man abroad on the North American contiennt that has permeated the great majority of books and articles on psychology and education. It is this common view of man that has shaped the great variety of learning theories, principles of education, and, ultimately, the scope and content of most curricula. Before we focus our attention upon a Christian theory of man, we should briefly summarize this commonly accepted anthropology and the religious views upon which it rests. For if we do not keep this anthropological a priori in mind, we shall be constantly led astray by the educational principles, teaching techniques and curricula based upon this view of man.

For most psychologists and for many educators, man is nothing more than a "biological organism." Through a process of evolution this organism has been endowed with a very complex nervous system, which, through a complicated learning process, has enabled the organism to elevate itself above the level of the other animals. According to this conception, there is no essential difference between the animal and man. Like all other animals, man begins life as a biological organism. And like all other organisms, man is subject to various natural forces and stimuli, both inner and outer. These stimuli create many tensions or needs, which the organism tries to reduce or satisfy.

Slowly on, through a complicated process of learning (cf. the many learning theories), the child, or rather, the organism develops a number of habitual responses to the inner and outer stimuli affecting him. All together these habitual ways of responding to different forces become the organism's personality. Basically the child remains an organism,

but through the learning process he can become a person, or, rather, develop a personality. Within this perspective the term "person" and "personality" are used interchangeably. Man's personality is never anything more than a function of the organism. It functions to satisfy basic and learned needs.

Within this anthropology the complexity of human behavior is reduced to a few basic drives. All man's wants, all his decisions, and all his actions are considered to be completely determined by these natural forces. Conscience, religious ideals, political behavior, economic practices, moral values are all conceived as the outcome of the interaction between the organism and the environment. Whatever social or cultural characteristics man may have, they are all secondary or acquired traits that serve to satisfy his basic needs. At best man is a social animal.

When a particular response to a certain cue is properly rewarded, a child will learn to behave in the desired way. If he is rewarded after cleaning up his desk or finishing his lesson, he will most likely respond in a similar way next time he is required to perform the same task. And every time a particular response is rewarded, the desired behavior becomes more fixed. Thus a child learns to be neat and prompt. Neatness and promptness are conditioned responses. A particular way of behaving is not a question of obedience, or of learning to submit oneself to certain norms. Learning the correct responses is a completely natural process.

Good teaching is a matter of skillfully manipulating a system of rewards and punishments. If a child does not respond in the desired way, he has simply not been motivated properly. Within this perspective therefore, it is of the utmost importance to have a detailed understanding of the natural needs of the child and the different stages of the learning process. For once these needs and this process are understood, the behavior of the child can be more directly influenced and controlled. Just as animals are trained, so, in time, through skillful manipulation, it can be possible to condition children to respond in the desired way.

Summarizing, we can say that man is a bio-social organism, a complex animal that has a number of basic natural urges that he wants to satisfy. Moreover, since man is a herd animal, he also has some learned needs. His different needs and urges, therefore, must be satisfied in the approved way. Such is man in North American perspective.

Over against this hedonistic, completely secular, reductionistic view of man as a biological organism and human learning as a natural process, we can only pose the Christian confession concerning man as a religious being, created to respond to God's Revelation. Because this Humanistic conception of man is not a mere theory or a model designed to interrelate a limited set of experimental data.

Secular psychologists and educators are religiously committed to this view of man. To free ourselves from the powerful grip of this religious force, it is not sufficient to dissociate ourselves intellectually from this concept of man. It is only when we commit ourselves

with all our heart to what God reveals to us about man, and it is only when we daily persevere in our faith, that we can hope, by God's grace and the power of his Spirit, to overcome this demonic force that is busy destroying our North American civilization.

According to the Scriptures, man has been created by God in such a manner that he can hear and respond to God's Word. Through his Word, God speaks to the heart of man, to the religious center of his existence. Daily, all mankind is addressed by the living God. Man cannot escape this powerful Word of God (cf. Romans 1). Being born anew by God's regenerating Word, man once more serves his Creator and Redeemer, or, daily suppressing the Truth, man serves some imagined Absolute. Thus man's entire life is relgious service either of God or an idol.

This Scriptural Revelation concerning man's religious nature means that all human relationships, all events, all human activities, including teaching and learning, are of a religious nature and are done either unto God or some pretended god. Both teaching and learning are normed and responsible activities.

B. The Nature and Objective of Christian Education

The anthropological perspective referred to above is determinative for a Christian theory of education. First of all, it prevents us from misinterpreting education as a bio-social process, in which the educator's primary task is to create the best possible environment for the growing organism and to provide the right learning opportunities and stimuli at the various stages of development. Educational progress is indeed founded upon, thus, presupposes the organic and physical development of the child, but development or progress in an educational sense belongs to a different category. Educational development is a pedagogical concept which can only be measured by educational norms. Such development cannot be compared to an organic process, because educational progress or growth does not take place according to biotic laws. Human development is not a natural process. Human development requires pedagogical influence and interaction. It requires real guidance and the exertion of real formative power.

If the term nurture or education is to have any meaning at all, we must maintain that education always implies a conscious and deliberate attempt on the part of the educator to lead the child or the adult in a particular direction according to certain norms. To nurture always means to exercise formative power over the individual development of people's lives. The term power or control, however, as used in this connection, must not be taken in the sense of physical force or psychical influence. Education is fundamentally different from forcing someone to submit to one's will, from emotional overpowering, from "mental engineering," or from persuading someone by logical argumentation.

In the exercise of formative power we are bound to the nature of our object. This is true when we mould a piece of clay or technically shape some other material, and it is also true when we attempt to train an animal. In all such forming, if it is to be successful, we are bound to the peculiar features and possibilities of the material, or, in the case of animals, to their peculiar psychic nature.

A human being, however, man's personality, can never be an object in this sense, since he always remains a subject, even when he is being formed. To treat a person like an object, or to train him like an animal, would be a violation of his human nature. Such mental engineering, of which we see the more or less faint traces in all upbringing and teaching, and which has become an awful reality in the brainwashing of political prisoners, constitutes a demonic temptation for all educators.

Education requires a fundamental respect for those we seek to educate, because they are human beings made in the image of God, created to respond to his calling. Man as such, as a unique individual human being, as a religious unity, can and ought never to be the object of our pedagogical moulding. Our forming can only direct itself lawfully to the various aspects of a person's existence, in order that he may be the better prepared for his life's calling.

Any teaching-learning process which does not respect and appeal to a person's religious selfhood, must be considered a violation of his human nature. In a manner that is in keeping with the age level of the child, parents and teachers should always appeal to the personal responsibility of the child. Children are called to seek guidance and to submit themselves to the education given. Depending on their age level, they are responsible for the manner in which they react and submit to the guidance they receive. As religious beings, children ought to be given the freedom to relate the guidance they receive to their inner selfhood and to their God-given calling. Education, therefore, always ought to take place within the context of personal responsibility and cooperation. Forming must always lead to self-forming, for those who are being nurtured always remain free, responsible, human subjects.

Just as the child is responsible for taking to heart the guidance he receives, so the teacher is held responsible for the way he guides. The power which he exercises over people in pedagogical forming is not a personal privilege or a particular skill that he may use as he pleases. He may not just follow his own whims or wishes, nor is he free to use whatever means he considers suitable to achieve his purposes. He can act contrary to these norms and pursue an unpedagogical line of conduct, but he ought not to do so. Education which does not help pupils to become more independent and responsible, invariably turns into a pure demonstration of power and domination, or it becomes a subtle form of manipulation and mechanical conditioning which differs only in degree from brainwashing. Such anti-normative guidance can only result in stubborn rebellion, fearful submission, or it gives rise to mechanical, mass-behavior. In the long run, such violation of human nature leads to a decline of a society or to complete totalitarian control of the masses which sooner or later gives rise to a revolutionary reaction.

Summarizing we can say that both teaching and learning are normative and responsible activities, for which a person is accountable to God. The pedagogical desire to form on the part of the educator ought to demonstrate itself in his respect for and appeal to the religious selfhood of the one being formed, and the pupil ought to have the freedom and the responsibility to take the guidance that is given to heart.

After this description of the nature and limits of all forms of

education, our description of the ultimate objective of education can be rather brief.

Since the Christian has no other task in life than to love God with all his heart and his neighbor as himself, all forms of education should ultimately serve to give guidance with respect to this religious calling. Genuine Christian education should always lead to radical discipleship. Wherever the adult is placed, whatever the child's abilities or limitations, whatever his peculiar personality traits, he must learn to submit his life to God's will. His one and only task is to serve God according to his ordinances, unfolding and developing his creation for the benefit of all mankind, witnessing to and raising signs of the coming of God's kingdom. He has no other calling than to testify in all his activities to the newness of life in Jesus Christ. This is his reasonable service: to offer his very self, the worship of his mind and heart, his total creaturely existence to God and thus to become God's co-worker. The educator is bound to this revelation concerning man's vocation in life. To prepare the child for this radical discipleship and to give the adult guidance with regard to this calling must be the ultimate aim of all types of forming, including the instruction that takes place within the Christian school.

This Scriptural revelation concerning the meaning of man's existence in this in-between-time excludes every idealistic or humanistic goal for education. Neither the skilled or cultured person, nor the integrated or socially adjusted personality, neither the self-reliant person, nor the responsible citizen, neither the converted individual, nor the devout and pious Christian can serve as the ultimate goal for education. All such personality ideals are basically humanistic and incompatible with the Scriptural witness concerning man's religious nature.

As soon as one of the aspects of man's functional existence is absolutized, whether this man's faith life or the development of his personality, his communal life or his basic organic drives, when one of these limited sides of his life becomes the final aim of education, the meaning of human life is falsified and distorted. In that case education becomes an instrument for the self-glorification or man or his society, which, ultimately, can only lead to his condemnation and to the disintegration of his society. Man has only one calling and that is to serve God with his entire existence and his neighbor as himself.

C. The Ultimate Objective of Primary and Secondary Education

If the ultimate goal of all forms of nurture is to prepare the child for his religious calling in life and not, for example, to foster Christian, human growth, how does this goal come to expression in the ultimate objective of the primary and secondary education? Perhaps the best way to indicate the ultimate objective in the school is to focus the attention upon the different responsibilities each person faces when he reaches adulthood. Regardless of whether or not a person goes on to college and regardless of a person's specific future vocation, all people share common responsibilities in life. Since all children are required to complete primary and (most of their) secondary education, the school ought to prepare its pupils for these common tasks and not first of all

for a specific vocation or college.

Very briefly, these common life tasks can be described as follows. Each person is called to take up his responsibilities within the fellowship of believers. Each person hopes to be married, start a new family and raise children. Each person is called to give sexuality its rightful place within an abiding troth relationship. Each person is faced by and tempted by unfree love. All persons, once they have come of age, are called to take up their responsibilities as citizens of a particular country. They must all make choices with regard to what constitutes justice, freedom, equality, or, whether or not (if ever) a war is justified, and a great many other questions related to the task of the state. In the same way, every person is called to engage in some kind of work and to make decisions with regard to the use of resources, possessions, the problem of poverty and the fair distribution of income. Each person is confronted by the dominating role of technology and planning within the economic sphere. All people bear responsibility with regard to recreation, the mass media. All are confronted by different forms of art. All must give a certain style to the arrangement of their house and their way of living. All will be neighbors to someone. All will live in a certain area or neighborhood. All will establish many inter-personal relationships. All bear responsibilities with regard to the relations between the different races. Furthermore, every one is called to seek and further emotional health. Everyone has a calling to care for different types of handicapped people. Every one ought to seek and further physical well-being and care for the aged. All are confronted by sickness and death. Finally, all people bear responsibility for their physical environment and the planning of neighborhoods and cities. Together these common talks and responsibilities constitute a person's religious calling in life, and it is with respect to this calling, which is basically one calling (to love God above all else and our neighbor as ourselves), that the school ought to provide fundamental guidance.

Although the ultimate objective of the nurture during childhood and adolescence by different institutions and organizations can be described in similar terms (the one religious calling), yet each educational agency has its own peculiar task in the total upbringing of the child. The church, for example, must help the young person to take up the full responsibilities of his church membership when he comes of age. The entire program of the church's educational ministry during this period of a person's life must be geared to this specific goal. Moreover when the church instructs, it ought to do so in keeping with its nature as a fellowship of believers. Thus, both with respect to its specific aim and the peculiar nature of its instruction, the church has its task in the total upbringing of the child.

The same holds true for parental nurture, to give another example. The parents' task can perhaps be described best in terms of leading the child to independence. They ought to lead their children in such a way that they can take up their responsibilities independently when they reach adulthood. All the guidance the child receives ought to be geared to this ultimate goal of parental nurture. Parents must work themselves out of their job as it were. The nurturing within the home also has its own peculiar character, which it derives from the intimate love (troth) relationship which constitutes the family. Again, both with regard to

the specific aim and the peculiar nature of its education, the family has its own special task in the total upbringing of the child.

In the same manner the elementary and secondary school have their own special place within the child's education, limited both by the specific aim of the school and its peculiar character as an academic community.

If all the nurture and instruction the child receives from different educational agencies has the same religious direction, there can be and there ought to be a harmonious integration and a wholesome cooperation, with each agency making its own special contribution.

Within the total upbringing of the child, it is specifically the school's task to form the child's analytical functioning in order that he may gain a deeper understanding of his many-sided religious calling in life. The child's thinking must be opened up to the great diversity and the integral unity of God's creation. He must be opened up to the structural norms that hold for creation in order that he may come to a deeper understanding of his place and task in life. Like the church and the home, the school goes about its task in its own peculiar way as an academic institution. It seeks to form in a systematic, disciplined manner, always helping the child to discern the regularities (regula) of God's creation as they are given (Creational Revelation) in experience. In view of the history of educational theory and practice and the influence of Pragmatism (Dewey) upon education, the above description of the peculiar nature and task of the school's instruction may give rise to considerable misunderstanding. It may be useful, therefore, if not mandatory, to present a somewhat more detailed exposition.

1. The Dilemma of Humanistic Education

There is a perennial problem that plagues educational theory and practice. In one way or another, the teacher is continually confronted with the question whether a school ought to be subject orientated or child orientated. This dilemma has characterized education since the time of the Reformation and the Renaissance. Within the educational sphere this dilemma is an expression of the general antinomy underlying all Humanistic thought and practice in greater or lesser degree. From the Humanistic point of view the problem is indeed insoluble and the Humanist has no choice but to move back and forward between the two poles of the antinomy. Unless we become more clearly aware of this basic question and find a Christian answer, we too will continue to be swept along by the force of this religious dilemma. If we can work out a Christian solution to this problem, however, we will also have found the perspective needed for developing a genuinely Christian curriculum that is truly in keeping with our starting-point. It is the Christian philosopher who can help us see these issues more clearly and who can set us on the right track for solving the problem.

Let us explore this matter in somewhat greater detail. Humanistic thought has always been driven by the religious motive of nature versus freedom, which comes to expression in the dilemma between the science ideal on the one hand and the personality ideal on the other hand, or, within the educational sphere, in the dilemma between the subject oriented school and the child orientated school. Humanism keeps wavering back

and forward between these two polar opposites. If the one pole is emphasized, the other pole suffers, and vice versa. The one absolutization automatically calls forth its polar opposite. Today, North American education is dominated by the personality ideal and as a result the subject matter has been pushed to the background. This emphasis on the child, his developmental needs, his growth in present-day education was called forth by the one-sided emphasis on the subject matter during the previous century.

The intellectualism within education during the previous century manifested itself quite concretely in the tendency to identify the abstract concept with the real thing. Whenever this happens the children are required to identify all the bones of the bird, for example, without ever studying the real birds. Then not the blue heron, the hawk, or the owl is the important thing, but only the abstract biological concept "bird." In this manner I learned about birds in highschool. If I remember correctly, we had to draw the skeleton of a chicken. Whatever the bird, it really made no difference. We could have cared less. During the summers, when we were out roaming the woods, that is when we learned about the real birds. As a result of those experiences, I became so interested in birds that I bought several books on the subject, and up till today I greatly enjoy observing the chickadees, nuthatches, finches, woodpeckers, wrens, blackbirds, brown creepers, and thrushes that visit our backyard.

In the same way that chickens and chickadees become merely birds within this perspective, water becomes merely H_2O, and lightning nothing more than an electrical discharge. This tendency to identify reality with its logical or physical aspect can truly be called intellectualism, or, a grade worse, verbalism, when the abstracted concept becomes more important than the real thing. When this happens, then children are made to memorize the names of cities and rivers, or kings and prophets, without ever relating these names to the real countries and the real meaning of the Bible stories, as is done, for example, in all the Bible stories of the NUCS for grades 4,5 and 6. In such instances, pupils often merely learn to say and memorize the words, without any content or meaning, just mere words.

The opposite pole, the personality ideal, which is so prominent today, manifests itself in the tendency to make the child and the development of his personality the main concern. It can be seen as a reaction to the intellectualism and verbalism brought about by the domination of the science ideal during the previous era. Sad to say, the Christian schools have by and large been under the influence of the driving motive of Humanism. When public education was intellectualistic, so was Christian education. When the public schools began to react to this cold, lifeless intellectualism the Christian schools in many instances followed suit, or, perhaps more often, they stuck to and defended the old rationalistic ideal, thinking it to be more Christian. Seen in this light, the modern developments have a great deal to say, also to our Christian schools, permeated as they were, and in many instances still are, by the old science ideal with its rationalistic approach. And it is understandable that many Christian educators today are deceived by this situation. Compared to the intellectualistic approach, the modern child centered school indeed seems like a great improvement.

However, neither of these two types of education is in keeping with the Christian perspective, for in both man is the measure of things. It really makes very little difference religiously whether the norm is man's scientific knowledge or man's personality. If we are truly going to develop a Christian educational system in North America, we must radically break with the inwardly contradictory tendencies of Humanistic thought and practice. When I say this, I do not mean to imply that we cannot learn anything from secular education; that would be a foolish conclusion. In fact, I am of the opposite opinion, but that is a different matter. The point that I want to make right now is that if we are going to develop an integrally Christian curriculum, we must radically break with secular thought and map out a new course that is directed by God's Revelation.

2. The Nature of Theoretical Thought

One of the guiding principles for the development of a Christian course of studies must be our understanding of the nature and function of theoretical analysis. If the school's task is to be described as the forming of the child's analytical functioning, we ought to be very clear about this matter.

Within a truly Christian perspective, analytical distinguishing will always have a very limited place. All of creation indeed has a "knowable" side, or better, an analytic side. However, this analytic side is only one of the many aspects of concrete things, events, relationships or activities. Things, plants, animals, events, or activities can be analytically distinguished from one another. We can perciive differences and gain insight into complex situations. But our knowledge of creation is much fuller and richer than that which we can analytically distinguish and comprehend. We cannot analytically explain the nature of love or faith or justice, for example, yet we truly know what it means to believe in the Lord Jesus Christ or to love someone or to do justice. Believing, loving, doing justice have an analytic side, but our experiental knowledge of these things cannot be reduced to their analytic side. Knowledge can never be identified with analytic thought. To know someone or something is not the same as to be able to analytically distinguish some things about a person or thing. The knowledge we have of created reality and people simply cannot be grasped and mastered by analytic thought. We can only thoughtfully approach reality with wonder and respect, but we shall never be able to comprehend reality.

In spite of this analytically incomprehensibility of human knowledge, we do truly know what it means to love, to believe, or to act justly. And in our analytically qualified acts of thinking we can systematically reflect upon our experience and knowledge. We can formulate our thoughts and communicate these thoughts to others, and when we do so, we are not just talking about "abstraction" but about genuine states of affairs. In our systematic reflection upon reality we are indeed limited to its analytical side, but that does not make our thoughts abstract in the unfavorable sense of unreal or speculative.

In our description of the nature and function of analytic thought we must guard ourselves against both rationalism and irrationalism. Instead, we must increasingly come to see the rightful but limited place

of analytical distinguishing. This perspective is of the utmost importance for our classroom teaching. For once we have seen the rightful place of (theoretical) analysis, we shall neither deify analytical knowledge nor depreciate its significance. Instead we shall see it as one of the ways in which knowledge is deepened. This means that in truly Christian education, water, for example, could never be presented as merely H_2O, for that is only one aspect of concrete water as we experience it, namely the analytical account of its chemical composition. Real water has many more sides. Water has an organic function and as such it is a prerequisite for organic life. But water also has an economic function. People have to pay for the water that comes out of the tap. It has a recreational function. As soon as the lake water becomes polluted we take note of this fact again. The sight of a river or an ocean can make us feel sad or happy. Water can be a symbol and seal of the forgiveness of sin in baptism. The same things could be said about lightning, or any other concrete phenomena, activity or relationship.

Created reality has a richness and a fulness that we can never exhaust, comprehend or master analytically or in any other way. Even the so-called natural world cannot be conquered this way by the scientists. For there is no such abstracted, autonomous natural world subject to natural law.

No one can create the world after his own scientific image. Humanistic thought has tried to do so, but in vain. In order to master, comprehend reality, it first had to reduce reality to its so-called natural sides. For a while that seemed to work, and Western man was proud and believed in the future. It seemed he had conquered the world. Today we know better, for now we are reaping the bitter fruits of this disastrous reductionism. Modern man has lost the meaning of life and does not know where to turn. Even nature cannot comfort him any more, for water is only H_2O and lightning is merely an electrical discharge, and love is nothing more than the result of a sexual urge or a chemical imbalance.

Our understanding of creation and the place we give to scientific analysis is determinitive for the education we provide for our young people. In our thinking we can thoughtfully reflect upon God's creation, no more and no less. We can analytically distinguish its different sides, but we cannot supplant reality with our concepts. To gain a true insight into reality, our thinking must be constantly guided by the divine norms that hold for all of creation. If it is to be truthful, far from grasping, subduing, and controlling created reality with our mind, our thinking must follow the lead of the structural laws and faithfully reflect the order of God's creation. In our analytical distinguishing we merely discern, observe, notice, perceive, and take cognizance of what presents itself in our experience. Scientific analysis has a very limited place and function. This principle must be one of our guiding principles in the development of an integral Christian course of studies.

This understanding of the limited nature and function of scientific analysis delivers us once for all from the inner antinomies of the educational theories and practices of Humanism. The specific aim of the

Christian school is far from the science ideal of the older Humanistic type of education. It does not teach him to analyze for its own sake, nor does it absolutize analysis. There is indeed something truthful to be distinguished, but not for its own sake. The child must learn to distinguish truthfully in order that he may deepen his understanding of his place and task before the face of the Lord and thus be prepared for radical discipleship. Christian education does not find its focus in the forming of the child's thinking, but neither does it go in the other direction of making the child's growth the aim of its instruction. The child and young person must be formed, but again, not for its own sake. The purpose of Christian education is never to foster the child's growth as an end in itself. The child's growth in and by itself is not so important, but whether or not the child learns to submit and surrender its life to God's ordinances, that is the important question.

Within this perspective the school indeed has a very limited place and task. Its primary task is to form the child's analytical functioning in order to prepare him for his many-sided religious calling in life. The reason for this limitation is to be found in the process of historical differentiation. It is a mistake to think of the school merely as a product of human civilization and not as divinely normed societal relationship, as the Synod of the CRC did in 1955, but, nevertheless, the school in its present form could not arise until scientific analysis began to play a dominating role in society. As a result of this process of historical differentiation and individualization, the school now takes its limited place among many other educational institutions and organizations that prepare the child for his life task. The school, therefore, can and ought to limit itself to the forming of the child's analytical functioning as one dimension of the total upbringing of the child. This limited place of the school is in keeping with its internal structure and the law structures that hold for other educational agencies.

If the school achieves its limited objective, it has achieved a great deal. Whatever else the child may gain by going to school, like respect, politeness, friendliness, cooperation, a sense of responsibility, the general development of his personality, a deepened faith, emotional maturity, and whatever else, these are the happy "by-products" as it were of good "academic" instruction, that is, of deepened insights in God's norms which he has taken to heart. The school need not and ought not to make any of these other matters the specific aim of its teaching. Moreover, things like values, attitudes, maturity, etc. should never be taught explicitly. The norms for different aspects of life should be taught, but not the specific subjective response to the norm. When this is done the child's religious freedom and responsibility are violated and the teaching invariably becomes moralizing.

It is primarily under the influence of the irrationalistic tendency of Pragmatism (Dewey) in reaction to earlier forms of Rationalism that Humanistic education has lost sight of the school's task as the forming of the analytical functioning of the child. In reaction to intellectualism, so-called progressive education has turned to "practical" knowledge life experiences, making the needs and the growth of the child the criterion for the curriculum. However, it is only when the limited place

of theoretical analysis is acknowledged and its inseparable relation to concrete reality (analysis of concrete states of affairs) that the intellectualism of a rationalistic education can be truly overcome. The child orientated school has not really escaped this evil, at best it gives a less prominent place to analysis. To the extent the school gets away from the forming of the child's analytical discerning, it becomes a pseudo Sunday school, a pseudo family, or a club of one sort or another. As a result of this tendency many schools do not educate, they merely socialize.

If the rightful nature and function of analytic thought is recognized, we do not have to choose between a rationalistic education or an education that involves children in carefully selected life experiences. When we reflect on real life and when we do not reduce reality to our scientific concepts, there is no danger of intellectualism.

And when our analysis is truly analysis of created reality and real human experience and not mere speculation or autonomous abstractions, then there will also be genuine interest, for what is more fascinating than creation and human experience. The truthful discerning of the richness of God's creation has built in excitement and stimulates further study.

Once the limited objective of the school is recognized, we can also do full justice to the child's "needs," or rather, to his developmental limitations and possibilities. To further analytical discerning could never be an end in itself within the Christian perspective. For whether or not children learn to discern more adequately in and by itself is not important. The only important question is whether or not this particular child learns to understand his place and task in life. These pupils, with these peculiar personality traits, these family backgrounds, in this developmental stage must deepen their understanding of their religious calling before God. The scope of the curriculum and the methodoligical approach should rightly be geared to these "needs." In this respect too we must dare to be radical. Doing justice to these different factors would lead to a very different type of Christian school than we have at present.

Summarizing we can say that for the development of an integral Christian curriculum there are three inseparable givens. There is something truthful to be discerned; there is content; God's creation is ordered. The child is subject to a developmental law and this divine law also ought to be obeyed. Finally, there is a norm governing the teaching-learning process. None of these three givens may be absolutized. This child must be helped to discern the Truth. In the development of any part of the curriculum, we should not rest until we have done justice to all three givens.